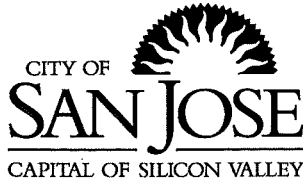


SUPPLEMENTAL

COUNCIL AGENDA: 04-20-10
ITEM: 4.1



Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Joseph Horwedel

SUBJECT: ENVISION SAN JOSÉ 2040
SELECTION OF PREFERRED
LAND USE SCENARIO

DATE: April 15, 2010

Approved

Date

4-16-10

COUNCIL DISTRICT: Citywide
SNI AREA: All

SUPPLEMENTAL MEMORANDUM

REASON FOR THE SUPPLEMENTAL

At its April 20th meeting, the City Council is being asked to provide direction to proceed with environmental review and development of the General Plan Update text document and Land Use/Transportation Diagram using the Preferred Land Use Scenario, including the amounts and geographic distribution of new job and housing growth capacity, as jointly recommended by the Administration and the Envision San Jose 2040 Task Force. While staff and the Task Force made recommendations to Council in the memorandum dated March 29, 2010, the Task Force continued discussion of the Preferred Land Use Scenario at their April 12, 2010 meeting, focusing on potential phasing concepts for the General Plan update.

This supplemental memorandum informs the Council of the phasing concept recommendation for the Preferred Land Use Scenario made by the Envision San Jose 2040 Task Force at their April 12, 2010 meeting.

RECOMMENDATION

At the April 12, 2010 Envision San Jose 2040 Task Force meeting, staff presented to the Task Force a phasing concept for the implementation of the General Plan, including the use of phases or "Planning Horizons," identified goals or "Objectives" for each phase, a Land Use Diagram that would change from one phase to the next, and a community engagement process to develop Village Plans that would be used to facilitate implementation of the General Plan Growth Area

strategy. The Task Force considered the staff recommendation and voted unanimously to recommend incorporation of these key phasing concepts into the Preferred Land Use Scenario to the City Council for consideration at the April 20, 2010 City Council meeting.

BACKGROUND

Following is a description of the key General Plan phasing concepts as recommended by the Task Force:

- Planning Horizons
- Objectives
- Phased Land Use Diagram
- Village Planning

Planning Horizons

The Preferred Land Use Scenario supports the potential development of up to 470,000 new jobs and 120,000 new housing units for the timeframe 2011 through 2040. This General Plan timeframe is proposed to be divided into multiple “Planning Horizons” in order to:

- Allow for a periodic major review by the City Council of the City’s progress toward the achievement of General Plan economic, environmental, fiscal and/or other goals (Objectives);
- Guide new development to priority Growth Areas within the City to best utilize and support existing infrastructure investments, minimize environmental impacts, and achieve other General Plan goals; and
- Facilitate coordinated planning and community engagement in advance of development moving forward within new Growth Areas.

Each Horizon would include multiple goals or Objectives to be evaluated on an annual basis and as part of a major City Council review prior to the conclusion of one Horizon and commencement of the next. This would allow the City to evaluate the success of the General Plan on a near-term basis and determine if adjustments are necessary to continue progress toward achievement of the General Plan Objectives.

The General Plan Land Use Diagram should closely align with the Objectives in each Horizon. The General Plan Land Use/Transportation Diagram would be modified from one Horizon to the next in order to allow for gradual implementation of the Growth Areas strategy and to direct growth strategically into specific areas to best meet the Horizon goals. For example, in the initial Horizon, most growth might be directed into areas that support near-term transit improvements and/or those areas that have sufficient infrastructure already in place to support intensification.

Implementation of the Growth Areas strategy would require some areas currently planned for commercial or other employment uses to be redeveloped with intensified mixed-use development, including high-density residential uses. This is because the City is largely built-out, so that redevelopment of lower-intensity sites is the primary means through which the City can add more housing capacity. By making a subset of the Growth Areas available for redevelopment with intensified mixed-use within each Horizon, the City would be able to meter

over time the addition of residential uses within employment areas, carefully consider new development to insure that job capacity is maintained and enhanced, and engage in more detailed land use planning of the new Growth Areas through a community engagement Village Planning process.

Objectives

Through the course of the past year, the Task Force has discussed and articulated various goals related to how best to plan the City's future growth in an orderly, sustainable, and responsible manner. Task Force and community members have:

- Identified economic development, fiscal sustainability, and environmental leadership as the key goals for land use planning;
- Indicated that new growth capacity should be planned to strongly support transit use and to create walkable, urban village areas which incorporate retail and other commercial uses, public services and adequate infrastructure, including parks and public open spaces;
- Acknowledged the value of providing growth capacity for jobs and housing designed to accommodate our City's changing demographics and located within high-quality mixed-use, urban settings; and
- Expressed considerable concern that continuing to provide large amounts of new housing capacity will further undermine San Jose's ability to provide high quality government services.

The Task Force members will continue to consider specific Objectives in more detail at their upcoming meetings, along with other implementation measures. These Objectives might include specific fiscal stability, environmental sustainability, job growth, or other goals to be included within each of the Horizons with the intent that the amount, type and location of growth supported by the General Plan be carefully evaluated on a periodic basis to ensure progress toward the realization of those goals. In forming a recommendation for the phasing of growth, staff and the Task Force will give careful consideration to these goals and also to the legal requirements for General Plans within the State of California, which require local jurisdictions to provide housing growth capacity within their General Plans.

Phased Land Use Diagram

The General Plan Land Use/Transportation Diagram would change incrementally for each Horizon to allow for gradual implementation of the Growth Areas strategy, to direct growth toward strategic locations within each phase, to coordinate with periodic review of the City's progress towards its General Plan goals and to facilitate more detailed planning efforts for targeted Growth Areas.

The Envision Growth Areas strategy accommodates new housing growth through the redevelopment and intensification of properties that currently are planned and developed for commercial or other employment uses and that have a corresponding designation within the current General Plan (SJ 2020). This strategy was developed by staff and the Task Force recognizing that as San Jose is essentially built-out, it is not feasible to accommodate significant

amounts of new residential growth without planning for the reuse of properties already developed with lower-intensity uses and likely to be available for redevelopment sometime in the future. Because it is generally not feasible nor desirable to plan intensification within existing, fully developed single-family neighborhoods, the identified Growth Areas largely correspond to lands currently planned and developed for commercial or other employment uses and which are also in proximity to transit or other major infrastructure or facilities that support their intensification.

In most cases, the underlying Land Use Designation for properties within the Growth Areas currently supports employment uses, and should be maintained until the City is ready to plan and implement the redevelopment of these properties for new high-density, residential mixed-use development. As stated previously, an important goal for the General Plan Update is to promote job growth and to improve the City's Jobs / Employed Resident ratio. Thus, beginning in the first Horizon, all Growth Areas and other areas in the City with commercial or industrial General Plan designations will be fully available for intensification of employment uses, while the General Plan should provide gradually for the intensification of some of these lands to also include new high-density, residential, mixed-use development and with provisions to ensure that job capacity is fully retained and enhanced through such intensification.

For other residential areas not within an identified Growth Area, the Land Use Diagram would limit new residential construction to the same density, form and character as the immediate neighborhood. Any such residential development would be limited to projects which clearly contribute to the continuation and improvement of the surrounding neighborhood character by filling in a gap caused by a vacant lot or other similar situation. With the exception of specific properties identified on the Vacant Land Inventory, staff recommends that these projects be limited to three or fewer units as appropriate to match the existing neighborhood form. For example, in a single-family neighborhood with 6,000 square foot lots, a vacant parcel of 12,000 square feet could be subdivided into two lots with one home on each 6,000 square foot lot. Each home would have the same setbacks and other development parameters as the immediate neighborhood.

Village Planning

To implement the Village concept, a major element of the Growth Areas strategy, prior to the issuance of residential entitlements within any of the identified Growth Areas, the City should first prepare a comprehensive Village Plan for that Growth Area to clearly address:

- **Community Engagement:** The Village Plan process will provide an opportunity for local community members to become familiar with the goals of the General Plan and the Growth Areas strategy and to participate in the Village Planning process.
- **Job growth capacity:** The Village Plan should identify suitable areas for retail and other employment uses, giving careful consideration to the existing and future demand for retail space, the appropriate location and design of retail, opportunities for large-scale and small-scale retail uses, and adequate and appropriate sites for other employment uses consistent with the total planned job capacity for the particular Growth Area.

- **Infrastructure:** The Village Plan should identify appropriate sites for parks, plazas and other public and quasi-public open spaces, and the potential incorporation of libraries, public safety facilities or other public uses as appropriate. The Village Plan should also consider the adequacy of public and private utilities to serve the planned growth capacity.
- **Urban Character:** As appropriate, the Village Plan should include consideration of streetscape and building frontage design, pedestrian facility improvements or other urban design actions necessary to successfully implement the Village concept.
- **Financing:** The Village Plan process should consider potential special financing mechanisms as needed to deliver a potentially higher level of amenities envisioned within the Village concept.

The Village Plan process should build on the vision, goals and policies established within the General Plan update, so that each Village Plan may be completed within a relatively short time-frame of approximately six months. The preparation of Village Plans is not necessary for the Downtown, North San Jose and Specific Plan Areas which have already been developed through a neighborhood planning process.

CONCLUSION

Staff and the Envision San Jose 2040 Task Force recommend that the Preferred Land Use Scenario incorporate a phasing plan based on the key concepts identified in this memorandum, in order to ensure steady and measured progress toward the achievement of the General Plan goals.

In order to maintain the Envision San Jose 2040 schedule, it is necessary for the City Council to take action on April 20, 2010 on the total amount and location of growth capacity to be included within the Preferred Land Use Scenario. The Preferred Land Use Scenario will be used to complete in a timely manner the preparation of environmental documents needed to bring the General Plan Update to final Council consideration in June 2011. Council action on the phasing concepts described in this memorandum will enable the ongoing work of the Task Force to remain consistent with the current Task Force work program.

/s/

JOSEPH HORWEDEL, DIRECTOR
Planning, Building and Code Enforcement

For questions please contact Laurel Prevetti at 408-535-7901.